108TH CONGRESS 1ST SESSION

H. R. 1566

To replace the existing Federal price support and quota programs for fluecured and burley tobacco with a licensing program designed to assist the actual producers of flue-cured and burley tobacco, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

APRIL 2, 2003

Mr. Coble introduced the following bill; which was referred to the Committee on Agriculture

A BILL

- To replace the existing Federal price support and quota programs for flue-cured and burley tobacco with a licensing program designed to assist the actual producers of flue-cured and burley tobacco, and for other purposes.
 - 1 Be it enacted by the Senate and House of Representa-
 - 2 tives of the United States of America in Congress assembled,
 - 3 SECTION 1. SHORT TITLE; TABLE OF CONTENTS.
 - 4 (a) Short Title.—This Act may be cited as the
 - 5 "Phase III Implementation Act".
- 6 (b) Table of Contents.—The table of contents for
- 7 this Act is as follows:

Sec. 1. Short title; table of contents.

Sec. 2. Findings and Purpose.

TITLE I—TOBACCO PRODUCTION LICENSES

- Sec. 101. Definitions of historic tobacco producer and licensed tobacco producer
- Sec. 102. National estimate of tobacco production levels.
- Sec. 103. National tobacco marketing factor.
- Sec. 104. Issuance of tobacco production licenses.
- Sec. 105. Annual authorized tobacco production under tobacco production licenses
- Sec. 106. Termination of flue-cured and burley quota programs.
- Sec. 107. Program Referenda.
- Sec. 108. Effective date.

TITLE II—TOBACCO COST OF PRODUCTION SUPPORT

- Sec. 201. Tobacco Cost of Production Calculation.
- Sec. 202. Effective date.

1 SEC. 2. FINDINGS AND PURPOSE.

- 2 (a) FINDINGS.—Congress finds the following:
- 3 (1) Tobacco production is conducted extensively
- 4 in a number of States and generates significant in-
- 5 come in local communities in these States, which
- 6 have historically relied on such production for eco-
- 7 nomic vitality.
- 8 (2) Tobacco products manufactured from to-
- 9 bacco grown in these States are transported in inter-
- state commerce.
- 11 (3) Domestic trends affecting tobacco produc-
- tion have had a disproportionately harsh impact on
- small family farms and on their communities.
- 14 (4) The Federal tobacco program has become
- inefficient and has operated to keep a significant
- portion of tobacco production rights in the hands of

individuals who are not directly involved in tobacco
production.
(5) The continuation of a Federal tobacco sup-
ply management program is in the best interests of
family farm operations that seek to continue to
produce tobacco leaf.
(6) Any efforts to assist flue-cured and burley
tobacco growers in making a transition to a stable
future economic environment must include mod-
ernization of the Federal tobacco program.
(b) Purpose.—It is the purpose of this Act to mod-
ernize the Federal supply management program for flue-
cured and burley tobacco producers by shifting tobacco
leaf production rights into the hands of active flue-cured
and burley tobacco growers.
TITLE I—TOBACCO PRODUCTION
LICENSES
SEC. 101. DEFINITIONS OF HISTORIC TOBACCO PRODUCER
AND LICENSED TOBACCO PRODUCER.
In this title:
(1) The term "historic tobacco producer"
means an owner, operator, landlord, tenant, or
sharecropper who bore, individually or collectively,
the risk of producing a crop of flue-cured or burley

to bacco on a farm for the 2003 crop year.

1	(2) The term "licensed tobacco producer"
2	means an owner, operator, landlord, tenant, or
3	sharecropper who holds a license issued under this
4	title—
5	(A) to plant a crop of flue-cured or burley
6	tobacco on a farm in a specified county for the
7	2004 or a subsequent crop year; and
8	(B) to harvest and market an authorized
9	quantity of flue-cured or burley tobacco.
10	SEC. 102. NATIONAL ESTIMATE OF TOBACCO PRODUCTION
11	LEVELS.
12	(a) Annual Calculation.—
13	(1) For the 2004 and each subsequent crop of
14	flue-cured and burley tobacco, the Secretary of Agri-
15	culture shall determine and announce the national
16	estimate for each type of flue-cured and burley to-
17	bacco, as calculated under this section, that the Sec-
18	retary estimates will be utilized during the mar-
19	keting year.
20	(2) Not later than December 15 of each cal-
21	endar year with respect to flue-cured tobacco, and
22	February 1 of each year with respect to burley to-
23	bacco, the Secretary shall announce the national es-
24	timate.

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- (3) The national estimate of flue-cured or burley tobacco for any marketing year shall be the quantity of flue-cured or burley tobacco, as determined by the Secretary, that is not more than 103 percent nor less than 97 percent of the total of—
 - (A) the aggregate of quantities of fluecured or burley tobacco that domestic manufacturers of cigarettes estimate the manufacturers intend to purchase on the United States auction markets or from producers during the marketing year, as compiled and determined under subsection (b);
 - (B) the average annual quantity of fluecured or burley tobacco exported from the United States during the 3 marketing years immediately preceding the marketing year for which the determination is being made; and
 - (C) the quantity, if any, of flue-cured or burley tobacco that the Secretary, in the discretion of the Secretary, determines is necessary to increase or decrease the inventories of the producer-owned cooperative marketing associations that have entered into loan agreements with the Commodity Credit Corporation to make price support available to producers of flue-cured or

1	burley tobacco to establish or maintain such in-
2	ventories, in the aggregate, at the reserve sup-
3	ply level for flue-cured or burley tobacco.
4	(b) Manufacturer Purchase Estimates.—Not
5	later than December 1 of each calendar year with respect
6	to flue-cured tobacco, and January 15 of each calendar
7	year with respect to burley tobacco, each domestic manu-
8	facturer of cigarettes shall submit to the Secretary of Ag-
9	riculture a statement, by kind, of the quantity of flue-
10	cured tobacco and burley tobacco that the manufacturer
11	intends to purchase, directly or indirectly, on the United
12	States auction markets or from licensed tobacco producers
13	during the next marketing year.
14	(c) Failure To Submit, or Under-Purchase of,
15	Purchase Intentions.—
16	(1) A domestic manufacturer of cigarettes shall
17	be subject to the penalty under paragraph (2) if
18	such manufacturer fails to—
19	(A) submit to the Secretary of Agriculture
20	purchase intentions as required under sub-
21	section (b) for a marketing year, but subse-
22	quently purchases tobacco on the United States
23	auction markets or from licensed tobacco pro-
24	ducers during that marketing year, or

1	(B) purchase during a marketing year, on
2	the United States auction markets, from li-
3	censed tobacco producers, or from inventories of
4	tobacco of the producer-owned cooperative mar-
5	keting associations that have entered into loan
6	agreements with the Commodity Credit Cor-
7	poration to make price support available to pro-
8	ducers of flue-cured and burley tobacco, a quan-
9	tity of flue-cured or burley tobacco equal to at
10	least ninety percent of the quantity submitted
11	under subsection (b).
12	(2) The amount of any penalty to be imposed
13	on a manufacturer under this section shall be deter-
14	mined by multiplying—
15	(A) twice the per pound assessment (as de-
16	termined under Section 106A or 106B of the
17	Agricultural Act of 1949 (7 U.S.C. 1445–1 or
18	1445–2)) for the kind of tobacco involved; by
19	(B) the quantity—
20	(i) of purchases described in para-
21	graph $(1)(A)$; or
22	(ii) by which the purchases by such
23	manufacturer described in paragraph
24	(1)(B) are less than ninety percent of the
25	quantity of intended purchases of such

1	kind o	f tobacco	(as	that	quantity	may	be
2	reduce	d under p	arag	raph	(3)).		

- (3) If the quantity of flue-cured or burley tobacco marketed during a marketing year on United States auction markets (including tobacco consigned to a producer association for a price support advance) or directly from licensed tobacco producers is less than the national estimate for that kind of tobacco for that marketing year, the quantity of intended purchases of each domestic manufacturer of cigarettes, for purposes of this subsection, shall be reduced by a percentage equal to the percentage by which the total quantity marketed is less than the national estimate for that kind of tobacco for the marketing year.
- 16 (d) Enforcement.—The Secretary of Agriculture 17 may enforce subsection (c) in the courts of the United 18 States.
- 19 (e) Reserve Supply Level.—
- 20 (1) The reserve supply level for flue-cured to-21 bacco under subparagraph (a)(3)(C) shall be the 22 greater of—
- 23 (A) 60,000,000 pounds (farm sales weight); or

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- 1 (B) 10 percent of the national estimate for
 2 flue-cured tobacco for the marketing year im3 mediately preceding the marketing year for
 4 which the level is being determined (or for the
 5 2004 crop of flue-cured tobacco, 10 percent of
 6 the national marketing quota for the 2003 mar7 keting year).
- 8 (2) The reserve supply level for burley tobacco 9 under subparagraph (a)(3)(C) shall be the greater 10 of—
- 11 (A) 50,000,000 pounds (farm sales 12 weight); or
 - (B) 15 percent of the national estimate for burley tobacco for the marketing year immediately preceding the marketing year for which the level is being determined (or for the 2004 crop of burley tobacco, 15 percent of the national marketing quota for the 2003 marketing year).

20 SEC. 103. NATIONAL TOBACCO MARKETING FACTOR.

21 (a) 2004 Crop.—For the 2004 crop, the national 22 marketing factor for flue-cured or burley tobacco shall be 23 the ratio of the national estimate determined under section 24 102(a) to the national marketing quota for the 2003 mar-25 keting year.

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1	(b) Subsequent Crops.—For the 2005 and subse-
2	quent crops, the national marketing factor for flue-cured
3	or burley tobacco for a crop year shall be the ratio of—
4	(1) the national estimate determined under sec-
5	tion 102(a); to
6	(2) the sum of the quantity of flue-cured or
7	burley tobacco that is authorized to be produced
8	pursuant to a tobacco production license for the im-
9	mediately preceding year for all farms for which to-
10	bacco production licenses will be determined for such
11	succeeding marketing year.
12	SEC. 104. ISSUANCE OF TOBACCO PRODUCTION LICENSES.
13	(a) Initial Issuance to Historic Tobacco Pro-
14	DUCERS.—
15	(1) Issuance.—
16	(A) Issuance required.—As soon as
17	practicable after the date of the enactment of
18	this Act, the Secretary of Agriculture shall
19	issue to each historic tobacco producer a to-
20	bacco production license for the purpose of en-
21	suring sufficient production of flue-cured and
22	burley tobacco to satisfy the national estimate
23	determined under section 102.
24	(B) Exception.—The Secretary shall not
25	issue a tobacco production license to an historic

tobacco producer with respect to flue-cured or burley tobacco if the historic tobacco producer does not certify to the Secretary that such producer intends to produce such type of tobacco during the 2004 crop year.

(2) Tobacco Production History.—

- (A) The tobacco production license issued to an historic tobacco producer under paragraph (1) shall specify the tobacco production history of the producer for each type of tobacco for each county in which the producer bore, individually or collectively, the risk of producing a crop of tobacco on a farm in the county for the 2003 crop year.
- (B) In the case of an historic tobacco producer who bore 100 percent of the risk of producing a type of tobacco on a farm for the 2003 crop year, the tobacco production history of the historic tobacco producer for that type of tobacco in a county shall be equal to the 2003 marketing and effective quota of that type tobacco produced by the producer in the county for commercial use during the 2003 crop year.
- (C) In the case of an historic tobacco producer who bore less than 100 percent of the

- risk of production, the Secretary of Agriculture shall adjust the tobacco production history to reflect the percentage of risk that was borne by the producer.
 - (D) The Secretary of Agriculture shall authorize a production level under each tobacco production license for the 2004 crop determined by multiplying the tobacco production history by the national marketing factor for the 2004 crop.
 - (3) ADJUSTMENT AUTHORITY.—An historic to-bacco producer may petition the Secretary of Agriculture to increase the tobacco production history determined under paragraph (2) for the producer for flue-cured or burley tobacco on the grounds that the producer's 2003 production under-represents the producer's historic production of that type of tobacco.
 - (4) Consolidation of counties.—If the initial issuance of a tobacco production license to an historic tobacco producer for flue-cured or burley tobacco would result in the producer receiving a license for that type of tobacco for more than one county, the producer may elect to consolidate the licenses in a single county in which the producer bore

or shared in the risk of producing a crop of that type of tobacco for the 2003 crop year. The option to make this election shall be provided only once.

(b) Subsequent Issuance.—

- (1) In General.—If a tobacco production license is surrendered or revoked, the Secretary of Agriculture shall transfer the license and the corresponding tobacco production history to beginning tobacco producers or licensed tobacco producers in the following order of preference:
 - (A) Producers in the same county as the county in which the tobacco production history was derived.
 - (B) Producers in the same State.
 - (C) Producers in counties in other States in which licensed tobacco producers are operating.
- (2) RESERVATION FOR BEGINNING PRODUCERS.—In all instances specified in subparagraphs (A), (B), and (C) of paragraph (1), the Secretary shall reserve for beginning tobacco producers at least five percent of the tobacco production history surrendered or revoked under this section.
- (3) Producers who forgo tobacco production history of

- 1 an historic tobacco producer who does not certify to 2 the Secretary that such producer intends to produce 3 such type of tobacco during the 2004 crop year shall also be available to the Secretary for distribution as 5 provided in paragraph (1). 6
 - (c) Limitations on Use of License.—

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- (1) In General.—A tobacco production license specifying a particular type of tobacco and the county in which that type of tobacco may be grown may not be used as the basis to grow a different type of tobacco or to grow that type of tobacco in a different county.
- 13 (2) REVOCATION.—Any use of a tobacco pro-14 duction license contrary to this subsection shall re-15 sult in the revocation of the license.
- 16 (d) Limitations on Sale, Lease, or Transfer of 17 LICENSE.—
- 18 (1) Sale prohibited.—A tobacco production 19 license and the corresponding tobacco production 20 history may not be sold or leased.
- 21 (2)TRANSFER UNDER LIMITED CIR-22 CUMSTANCES.—A licensed tobacco producer may not 23 transfer a tobacco production license and the cor-24 responding tobacco production history unless—

- 1 (A) in the case of a licensed tobacco pro-2 ducer who is in a partnership, the transfer is 3 among the partners; or
 - (B) in the case of a licensed tobacco producer who is an individual, the transfer is made to the spouse, parent, brother, sister, or natural or adopted child of the licensed tobacco producer.
 - (3) RIGHT OF SURVIVORSHIP.—In the case of the death of a person to whom a license has been issued under this section, the license shall transfer to the surviving spouse of the person or, if there is no surviving spouse, to the direct descendants of the person.
 - (4) Hardship.—In the case of the death of a person to whom a license has been issued under this section and whose descendants are temporarily unable to produce a crop of tobacco, the Secretary may hold the license in the name of the descendants for a period of not more than 18 months, at the discretion of the Secretary.
 - (5) LIFETIME TRANSFER.—A person that is eligible to obtain a license under this section may at any time transfer all or part of the license to the

1	person's spouse or direct descendants that are ac-
2	tively engaged in the production of tobacco.
3	(6) Revocation.—Any sale, lease, or transfer
4	of a tobacco production license or the corresponding
5	tobacco production history contrary to this sub-
6	section shall result in the revocation of the license.
7	(e) Surrender or Revocation of License for
8	Non-Use.—
9	(1) Surrender.—A licensed tobacco producer
10	may surrender a tobacco production license and the
11	corresponding tobacco production history to the Sec-
12	retary of Agriculture at any time.
13	(2) REVOCATION.—The Secretary of Agri-
14	culture shall revoke the tobacco production license
15	and the corresponding tobacco production history of
16	a licensed tobacco producer if the licensed tobacco
17	producer—
18	(A) fails to share, individually or collec-
19	tively, in 100 percent of the risk of producing
20	a crop of tobacco of the type specified in the to-
21	bacco production license for any year; or
22	(B) fails to produce at least 75 percent of
23	the quantity of that type of tobacco specified in
24	the tobacco production license for two out of

three years, unless that Secretary determines

1	the failure was due to damaging weather or re-
2	lated condition.
3	SEC. 105. ANNUAL AUTHORIZED TOBACCO PRODUCTION
4	UNDER TOBACCO PRODUCTION LICENSES.
5	(a) Notification of Licensed Tobacco Pro-
6	DUCERS.—As soon as practicable after preparing the na-
7	tional estimate required by section 102 for flue-cured or
8	burley tobacco for a marketing year, the Secretary of Agri-
9	culture shall notify each licensed tobacco producer of that
10	type of tobacco of the authorized quantity of tobacco that
11	the producer may produce in a county in the cor-
12	responding crop year under the tobacco production license.
13	(b) Determination of Authorized Production
14	Levels.—For the 2005 and subsequent marketing years,
15	the authorized tobacco production level for a licensed to-
16	bacco producer for flue-cured or burley tobacco in a county
17	for a crop year is equal to the product of—
18	(1) the production level authorized for such to-
19	bacco production license during the immediately pre-
20	ceding marketing year; and
21	(2) the national tobacco marketing factor for
22	that year determined by the Secretary of Agriculture
23	under section 103.
24	(c) Excess Production.—Except as provided in
25	subsection (e), if a licensed tobacco producer harvests and

- 1 markets tobacco in excess of the quantity specified in the
- 2 producer's tobacco production license or any other person
- 3 produces tobacco without a tobacco production license, the
- 4 licensed tobacco producer or other person shall be liable
- 5 for a civil penalty up to an amount determined by multi-
- 6 plying—
- 7 (1) the quantity of tobacco involved in the viola-
- 8 tion; by
- 9 (2) price support rate for the type of tobacco
- involved in effect under section 106 of the Agri-
- culture Act of 1949 at the time of the violation.
- 12 (d) Enforcement.—The Secretary of Agriculture
- 13 may enforce subsection (c) in the courts of the United
- 14 States.
- (e) Limited Authority to Exceed License.—If
- 16 the Secretary determines that the actual production of
- 17 flue-cured or burley tobacco for a crop year will be less
- 18 than 80 percent of the production authorized under all li-
- 19 censes issued for that type of tobacco, the Secretary may
- 20 authorize a licensed tobacco producer of that type of to-
- 21 bacco to harvest and market tobacco in excess of the quan-
- 22 tity specified in the producer's tobacco production license.
- 23 The Secretary shall establish a mechanism under which
- 24 a licensed tobacco producer may apply for the authority
- 25 to exceed the quantity specified in the producer's license.

1	SEC. 106. TERMINATION OF FLUE-CURED AND BURLEY
2	QUOTA PROGRAMS.
3	Section 312 of the Agricultural Adjustment Act of
4	1938 (7 U.S.C. 1312) is amended by adding after sub-
5	section (c):
6	"(d) Inapplicability to 2004 and Subsequent
7	CROP YEARS OF BURLEY AND FLUE-CURED TOBACCO.—
8	The provisions of this section and sections 317 and 319
9	of this Act are not applicable to 2004 and subsequent crop
10	years of burley and flue-cured tobacco.".
11	SEC. 107. PROGRAM REFERENDA.
12	(a) Initial Referendum.—
13	(1) Referendum required.—Within sixty
14	days after the enactment of this Act, the Secretary
15	shall conduct a referendum, by type of tobacco,
16	among the licensees engaged in the production of
17	flue-cured or burley tobacco to determine whether
18	the licensees engaged in the production of that kind
19	of tobacco are in favor of continuing the operation
20	of the program established under this Act with re-
21	spect to that kind of tobacco.
22	(2) Process and results.—If more than one-
23	half of the licensees voting in a referendum con-
24	ducted under paragraph (1) with respect to flue-
25	cured or burley tobacco oppose the continuation of

the program, the Secretary shall announce the result

and shall conduct a second referendum with respect to that kind of tobacco one year later. If more than one-half of the licensees voting in the second referendum also oppose the continuation of the program, the Secretary shall announce the result and the program shall cease to be in effect for that kind of tobacco.

(b) Subsequent Referenda.—

- (1) Referendum initiated by secretary.—
 The Secretary may conduct subsequent referenda
 from time to time as the Secretary considers appropriate to determine whether producers are in favor
 of continuing the program established under this
 Act, the use of licenses, limitations on license transfer, or any other aspect of the program.
- (2) Referendum initiated by licensees.—
 If at least one-third of the licensees engaged in the production of flue-cured or burley tobacco request a referendum under this subsection, the Secretary shall conduct a referendum among the licensees engaged in the production of that kind of tobacco to determine whether the licensees are in favor of continuing the operation of the program established under this Act with respect to that kind of tobacco.

- 1 (3) Process and results.—If more than one-2 half of the licensees voting in a referendum con-3 ducted under paragraph (1) or (2) with respect to flue-cured or burley tobacco oppose the continuation 5 of the program, the Secretary shall announce the re-6 sult and shall conduct a second referendum with re-7 spect to that kind of tobacco one year later. If more 8 than one-half of the licensees voting in the second 9 referendum also oppose the continuation of the pro-10 gram, the Secretary shall announce the result and 11 the program shall cease to be in effect for that kind 12 of tobacco.
- 13 SEC. 108. EFFECTIVE DATE.
- 14 This title and the amendments made by this title
- 15 shall apply with respect to the 2004 and subsequent flue-
- 16 cured and burley tobacco crops.

17 TITLE II—TOBACCO COST OF

18 **PRODUCTION SUPPORT**

- 19 SEC. 201. TOBACCO COST OF PRODUCTION CALCULATION.
- 20 (a) Adjustment to Flue-Cured and Burley To-
- 21 BACCO SUPPORT LEVELS.—Section 106 of the Agricul-
- 22 tural Act of 1949 (7 U.S.C. 1445) is amended by adding
- 23 at the end thereof the following:
- 24 "(h) SPECIAL SUPPORT LEVEL.—

- 1 "(1) Support rate; applicability.—Not-2 withstanding the foregoing provisions of this section, 3 for the 2004 and each subsequent crop of flue-cured 4 and burley tobacco for which tobacco production li-5 censes are in effect or have not been disapproved by 6 producers under title I of the Phase III Implementa-7 tion Act, the support level shall be the level in cents 8 per pound equal to the cost of production.
 - "(2) Cost of production basis.—For purposes of paragraph (1), the cost of production for tobacco producers shall include items representing general, variable costs of producing tobacco, as determined by the Secretary, but shall not include the cost of land, risk, overhead, management, administration of production licenses, marketing contributions or assessments, and other costs not directly related to the production of tobacco.".
- 18 (b) Amendment to Quota Tobacco Defini-19 tion.—
- 20 (1) Section 106A(a)(7) of the Agricultural Act
 21 of 1949 (7 U.S.C. 1445–1(a)(7)) is amended by
 22 striking the period at the end of the paragraph and
 23 inserting ", and shall include any kind of tobacco for
 24 which tobacco production licenses are in effect or for
 25 which tobacco production licenses are not dis-

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- approved by producers under title I of the Phase III
 Implementation Act.".
- 3 (2) Section 106B(a)(5) of the Agricultural Act 4 of 1949 (7 U.S.C. 1445–2(a)(5)) is amended by 5 striking the period at the end of the paragraph and inserting ", and shall include any kind of tobacco for 6 7 which tobacco production licenses are in effect or for which tobacco production licenses are not dis-8 9 approved by producers under title I of the Phase III 10 Implementation Act."

11 SEC. 202. EFFECTIVE DATE.

This title and the amendments made by this title

13 shall apply with respect to the 2004 and subsequent flue-

14 cured and burley tobacco crops.

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